

PLANNING COMMITTEE:	5th September 2017
DIRECTORATE:	Regeneration, Enterprise and Planning
HEAD OF PLANNING:	Peter Baguley
APPLICATION REF:	N/2017/0964 and N/2017/0965
LOCATION:	Delapre Abbey, London Road
DESCRIPTION:	Planning and Listed Building Consent applications for the installation of CCTV security cameras affixed to the building and on CCTV posts
WARD:	Delapre & Briar Ward
APPLICANT:	Delapre Abbey Preservation Trust
AGENT:	Stimpson Walton Bond Architects
REFERRED BY:	Head of Planning
REASON:	Council owned land
DEPARTURE:	No

APPLICATION FOR DETERMINATION:

1. RECOMMENDATION

N/2017/0964 Planning Permission

1.1 APPROVAL subject to the conditions as set out below and for the following reason:

The impact of the proposed development on the character, appearance and historical significance of the listed building and Delapre Conservation Area would be outweighed by the public benefit arising from the development, enabling the building to be brought back into a viable use and to be provided with an appropriate level of security. There would be no adverse impact on neighbour amenity and a benefit to neighbours from enhanced security overall. The proposal would assist with the overall project to restore the Abbey and thereby accords with Policies S10 and BN5 of the West Northamptonshire Joint Core Strategy, Policies E20 and E26 of the Northampton Local Plan and the National Planning Policy Framework.

N/2017/0965 Listed Building Application

1.2 The impact of the proposed works on the character, appearance and historical significance of the listed buildings would be outweighed by the public benefit arising from the works, enabling the buildings to be brought back into a viable use and to be provided with an appropriate level of security. The proposal would assist with the overall project to restore the Abbey and thereby accords with Policy BN5 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

2. THE PROPOSAL

- 2.1 There are two applications seeking planning permission and listed building consent for the installation of CCTV cameras at several points around the restored Delapre Abbey.
- 2.2 There are altogether 17 cameras proposed, 3 on posts to be installed in the grounds and the rest will be attached to the building both internally and externally.

3. SITE DESCRIPTION

- 3.1 The site of this proposal is Delapre Abbey, which is a Grade II* listed building, with other associated buildings which are Grade II listed, and the grounds surrounding the buildings.
- 3.2 The site is within the Delapre Park Conservation Area as well as the registered Battle of Northampton site.

4. PLANNING HISTORY

- 4.1 In October 2013, a planning application was approved for the repair and refurbishment of Delapre Abbey, 18th Century Stables and Coach House and change of use to include functions/events, conferences, guided tours, visitor and heritage centre and ancillary retail, offices, café and restaurant, and holiday lets. An associated application for listed building consent for the works required was also approved at that time.
- 4.2 Subsequently applications for associated works have also been approved, mainly for advertisement consent but also for a disabled toilet, café facility and the siting of temporary buildings.
- 4.3 Applications for the formation of a car parking area have also been approved, most recently at the July 2017 Planning Committee.

5. PLANNING POLICY

5.1 Statutory Duty

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities in considering whether to grant listed building consent for any works to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development to pay special attention to preserving a listed building or its setting and to the desirability of preserving or enhancing the character or appearance of a conservation area.

5.2 National Policies

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development,

decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraph 17: states that planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

Paragraph 126: states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

Paragraph 131: in determining applications Local Planning Authorities should take account of: The desirability of sustaining the significance of heritage assets and putting them to viable uses consistent with their conservation; The positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132: when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation and any harm should require clear and convincing justification. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 133: where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, LPA's should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss.

Paragraph 134: Where a development proposal will lead to less than substantial harm, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

5.3 West Northamptonshire Joint Core Strategy (2014)

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy S10 – Sustainable Development Principles – requires development to satisfy a range of sustainable development principles including through achieving the highest standards of sustainable design; protecting, conserving and enhancing the natural built environment and heritage assets and their settings.

Policy BN5 - The Historic Environment- which sets out that heritage assets will be conserved and enhanced and that where heritage assets are at risk they will be appropriately conserved and managed.

5.4 Northampton Local Plan 1997 (Saved Policies)

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

Policy E9 Locally Important Landscape Areas gives special importance to the impact of proposals to the character of locally important landscape areas.

Policy E20 which states that the design of any new building or extension should adequately reflect the character of its surroundings in terms of layout, siting, form, scale and use of appropriate materials and that development should be designed, located and used in a manner which ensures adequate standards of privacy, daylight and sunlight.

Policy E26 which states that development must preserve or enhance the character and appearance of the area, and not include the demolition of any building which makes a significant contribution to the character or appearance of the area.

Policy E38 which states that planning permission will not be granted for development which would adversely affect the character or setting of a nationally important ancient monument (whether scheduled or not), important historic landscape or the site of the battle of Northampton.

5.5 **Supplementary Planning Documents**

The Site of the Battle of Northampton Conservation Management Plan 2014
Planning out Crime in Northamptonshire SPG 2004

6. **CONSULTATIONS/ REPRESENTATIONS**

The comments received for both the planning application and the application for listed building consent can be summarised as follows:

- 6.1 **NCC Archaeology** - The majority of the proposed cameras do not result in significant ground disturbance and as such from a purely archaeological perspective no comments to make regarding this application.
- 6.2 **Historic England** – No objection to the revised plans. The proposals will cause harm to the significance of the heritage assets at Delapre Abbey, however acknowledge that every effort has been made to reduce the number of cameras and to find the least obtrusive locations and recognise the need to ensure that both the heritage assets and the public using them are secure. Considered the applications meet the requirements of the NPPF, in particular paragraph numbers 128, 132 and 134.
- 6.3 **NBC Arboricultural Officer** - It would appear that the vast majority of the cameras will not conflict with the trees. However, have some minor concerns about the precise location of camera 2 and its proximity to a memorial tree as well as camera 17 and its proximity to an Alder. They will of course have to be located outside the crown spread of the trees both to operate effectively and to allow the installation of any underground cables without causing root damage. In addition it should be appreciated that the Yew tree and Sycamore within the grass area to the east of the courtyard may restrict the coverage of camera 13. It would be regrettable if these trees required unnecessary inappropriate pruning to permit what may be perceived as effective coverage.
- 6.4 **NBC Conservation Section** - There have been extensive discussions to try to achieve an acceptable balance between providing surveillance of the buildings necessary to secure a licence for public use and to minimise vandalism whilst also minimising harm to the character and special interest of the buildings. As now proposed, consider the positions of the CCTV cameras to be as discreet and unobtrusive as possible. The installation of a number of the cameras on freestanding black-painted posts is an appropriate alternative to mounting them on the building and will have a limited and acceptable impact on the setting of the buildings and on the appearance of Delapre Park and Conservation Area.

6.5 One representation received from a neighbouring occupier, making the following points in summary:

- No objections to this application.
- There is a need for Delapre Abbey to be protected.
- Failure to do so would be putting an extremely valuable historic house at risk.

7. APPRAISAL

7.1 The issues to consider are the impact on the character, appearance and setting of the listed buildings and the character of the Conservation Areas, as well as any impact on the amenities of adjoining occupiers, and whether any such impacts are outweighed by the benefits of the proposals.

7.2 The proposal includes the installation of 17 cameras in total. Of these three would be column mounted, three would be internally fitted and the remainder being attached to the exterior of the listed buildings.

7.3 Attaching cameras to the listed buildings, both externally or internally, will have an impact on the historic fabric and appearance of the building, and a balance has to be struck between this and the need to protect the buildings.

7.4 It is for this reason that the two cameras covering the front elevation are post mounted, as this means there are no detracting features on the outside of main front elevation of the listed building itself. During the course of the application, discussions have taken place with Historic England and this has resulted in some amendments to the scheme. One such change is that the camera which was to be located within the porch around the front door of the building would now be located internally, leaving the front elevation uncluttered.

7.5 The approach of having no cameras fixed to the listed buildings externally has not, however, been universally possible. Another important feature of the site is the view across the South Lawn from the South Range including the new conservatory. Cameras on poles within this view would have disrupted this outlook. On the south elevation it was considered that mounting the cameras on the walls of the buildings, in as discreet a location as possible, would be preferable.

7.6 A further change suggested by Historic England in this location and which would now be implemented is the repositioning of the camera to the eastern end of the South Range, which would now be on the stucco wall of the library rather than the stone wall of the South Wing, reducing the need for external cabling and also being easier to visually disguise by colour matching with the stucco render.

7.7 Cameras would also be located on the walls of the Coach House, the 18th Century Stable Block and Abbey Cottage. These are all historic buildings which are important features of the site, however the cameras proposed for these buildings would all be located in as discreet a position as possible, with amendments having been made to place these close to eaves level. Whilst the cameras would be seen, this is to some extent necessary as this will act as a deterrent and the visual impact must be balanced with the need for security. As with the view across the South Lawn, it is considered that there can be less of a visual impact with cameras discreetly placed on the buildings than with pole mounted cameras in the grounds. There is to be a pole mounted camera within the walled garden, however this would be screened by trees to some extent and, as the only pole mounted camera in this area would not have a significant impact on the setting of the listed buildings.

- 7.8 Further externally mounted cameras are proposed to the rear of the billiard room and also to the link corridor between the conservatory and the main building, which is modern fabric and is not in a public area.
- 7.9 Cameras are also proposed inside the buildings, in the visitor reception area and also within the conservatory. Whilst the visitor reception is a historic room this has been altered previously and it is not considered that this would have a significant impact on the historic interest of the building. The conservatory is a modern building and the internal positioning of cameras is not considered to have any impact as no historic fabric would be affected.
- 7.10 In respect of the concerns raised by the Arboricultural Officer as set out above, it has been confirmed that the cameras and associated cabling will be installed in such a way that the tree crown and roots are not damaged and also that the trees will not be trimmed back within the field of vision of camera 13.
- 7.11 In terms of the security provided by the cameras, it has been confirmed that the positions have been chosen to provide the optimum coverage, whilst minimising the impact on the setting of the listed buildings and their historical significance, as far as possible. The cameras would be linked into the town centre CCTV control room at St John's car park allowing for monitoring and recording of images.

8. CONCLUSION

- 8.1 In conclusion it is considered that whilst the proposal would result in some visual impact on the character and appearance of the listed buildings, the impact of this is less than substantial and greatly outweighed by the benefit of providing the necessary security for the buildings, thereby ensuring a continuing viable future for these important listed buildings.

9. CONDITIONS

Planning Application N/2017/0964

- (1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved plans: Location Plan, A124/SEC01-D.

Reason: For the avoidance of doubt and to accord with the terms of the planning application.

Listed Building Application N/2017/0965

- (1) The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved plans: Location Plan, A124/SEC01-D.

Reason: For the avoidance of doubt and to accord with the terms of the listed building consent.

10. BACKGROUND PAPERS

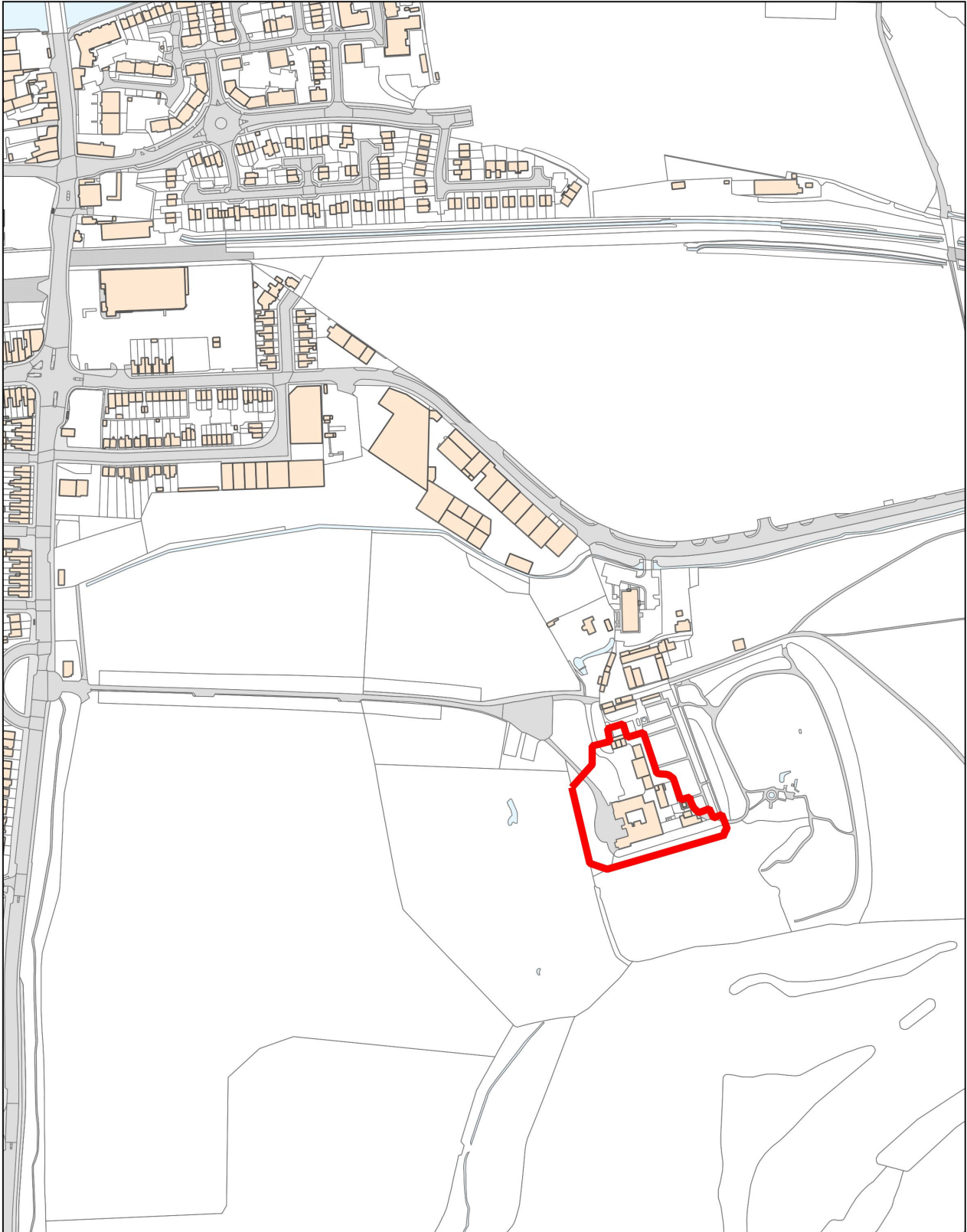
10.1 Application Files N/2017/0964 and N/2017/0965.

11. LEGAL IMPLICATIONS

11.1 The development is not CIL liable.

12. SUMMARY AND LINKS TO CORPORATE PLAN

12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Delapre Abbey, London Road**

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Date: 23-08-2017

Scale: 1:4,000

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